

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Member for Economy, Transport and Environment
<b>Date:</b>	27 October 2014
<b>Title:</b>	Passenger Transport Review & Hampshire Concessionary Travel Scheme 2015/16
<b>Reference:</b>	6029
<b>Report From:</b>	Director of Economy, Transport and Environment

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### 1. Executive Summary

1.1 The report is divided into a number of sections as follows

<b>Topic</b>	<b>Pages</b>
Contextual Information	2
Alton	16
Andover	20
Basingstoke	25
Eastleigh	12
Fareham & Gosport	13
Havant	30
New Forest	34
Romsey, Totton and Waterside	14
Winchester	16
Bus Services Operators Grant	9
Cango	42
Local Buses	6
Evening and Sunday Buses	7
Community Transport	42
Concessionary Travel	39
School and College Transport	9
Supply Market Changes	5
Travel Information	9
Equalities Impact Assessment	53
Financial Implications	10
	Appendix 1
Consultation Responses	Appendix 2

- 1.2 Hampshire County Council has significant budget reductions to make, and this requires close examination of all areas of spending, including the resources available to support public and community transport services which account for £1 in every £3 spent on roads and transport. Substantial data on who travels where and why is available, but close examination was also needed of where funding to support passenger transport goes, and the County Council consulted extensively to ensure that this properly reflects community priorities and represents the best value for money. This report sets out the process followed in developing the recommendations and considers the options on which consultation was undertaken.

## **2. Contextual information**

- 2.1 The Transport Act 1985 requires the County Council to identify socially necessary bus services which are not provided by the commercial bus operators. The Act does not set out the level of support required. The Transport Act 2000 addresses information provision and requires the County Council to implement the mandatory travel concession as set out in the Transport Act 2000 as amended by the Concessionary Bus Travel Act 2007
- 2.2 Hampshire County Council has an enviable record of innovation in passenger transport with services such as Cango and Taxishare, a vibrant community transport sector which provides 500,000 passengers trips a year through working closely with our district partners and volunteers, and award-winning partnerships with commercial bus providers so that bus use in Hampshire is close to a twenty year record at 31 million passenger trips a year.
- 2.3 The meeting of the County Council on 20 February 2014 agreed the overall County Council budget and departmental cash limits and set the savings guidelines for departments. The proposals in this report are intended to achieve these in an equitable and sustainable manner following extensive consultation, with implementation phased to allow transition arrangements.
- 2.4 Against a backdrop of reduced funding, it is clear that the County Council needs to look closely at where savings can be made, and with £1 in every £3 spent on roads and transport going into this area, a review of this expenditure must of course be included as part of the cost reduction process.
- 2.5 The review has taken a long look at how access is provided to services for those without their own transport, consulting widely to understand community priorities and inviting ideas for alternative approaches. Hampshire County Council has a proven record of working innovatively and engaging effectively with commercial, district, and voluntary partners to deliver solutions which meet the needs of residents within the finite budget available.
- 2.6 How transport should be provided for an area has been informed by surveys of use, by census and accessibility data, operator information about costs

and alternatives, and the consultation process. These data provide population income and car ownership levels, usage of existing services, community priorities, local facilities, and travel alternatives including other bus routes, community transport, train services, and ferries.

- 2.7 An aim of the review is that any community which currently has a transport service will retain an essential transport link. The proposals in this report achieve that aim within the budget available.
- 2.8 A summary of the Equalities Impact Assessment is included in the Integral Appendix.
- 2.9 The majority of savings in this area will be realised through renegotiating subsidised local bus services with existing providers (Section 18) and by retendering of subsidised local bus services where contracts are due to expire (Sections 19-52). It is important to note that only the key points are shown here. Proposals are set out in greater detail in Appendix 1 at Bus Service Review Area Breakdown . This identifies savings of £1,421,808 - £1,494,222 before a contingency of £100,000 as some services still await the outcome of operator negotiations. Savings of £710,000 are identified from other areas of passenger transport expenditure as detailed in this report. Tenders outcomes are detailed in sections 1B to 1I of this report.

### **3. Timescale**

- 3.1 The passenger transport review has been a carefully considered process. It has built on previous experience and lessons learnt. This includes the Members' workshops, the Equalities Impact Assessments and consultation prior to taking responsibility for concessionary travel in 2011, and the bus subsidy review of that year.
- 3.2 The consultation questionnaires were developed through the countywide series of Passenger Transport Fora in autumn 2013 and the consultation options presented to the forums and a countywide Passenger Transport Representatives' Conference in spring 2014.
- 3.3 Consultation took place between March and the end of May 2014, with analysis over the summer, and proposals being presented in this report. Any changes approved will be implemented from early 2015.

### **4. Scope**

- 4.1 The meeting of the County Council on 20 February 2014 agreed the overall County Council budget and departmental cash limits and set the savings guidelines for departments. Consultation was undertaken on the premise that a contribution to the savings of £1.25-£1.5 million would be required from County Council support of passenger transport services.

- 4.2 Areas of public transport that the County Council currently supports include subsidising bus services which are not commercially viable but are considered socially necessary (£4.7 million), ferry services (£150,000), and community transport services for those unable to use public transport (£0.9 million). The concessionary travel scheme costs £13.5 million which includes enhancements to the national scheme for older residents (£300,000). Providing electronic and printed information and bus stop improvements to increase public transport access and use at a cost of £500,000.
- 4.3 Based on the previous feedback in 2011, the options in the consultation included:
- reducing or ceasing evening or Sunday services;
  - reducing how frequently buses run or how many days of the week a service operates;
  - only allowing older persons bus pass after 9.30am;
  - replacing some services with community transport or Taxishare\*; and
  - reducing printed and electronic timetable publicity.
- 4.4 Respondents, both individuals and organisations, were invited to put forward their own suggestions or identify or provide alternative sources of funding.

*\*Taxishare is a timetabled service, charging bus fares and accepting concessionary passes but using a taxi and only running when required.*

## **5. Consultation**

- 5.1 Public consultation ran from March to May 2014 and responses were received from almost 200 organisations and over 3,200 individuals. This has been essential to forming the proposals in this report. Results have been consistent with the findings of the review in 2011 which favoured prioritising weekday daytime journeys as meeting the widest range of needs for travel for food shopping and doctor's appointments.
- 5.2 Respondents were asked which service they used, how often they travelled on supported services and the purpose of their journey. They were asked what alternatives they had available, how the options listed would affect them if implemented, and their priorities for funding.
- 5.3 Consultation responses are set out in Appendix 2.
- 5.4 In addition to setting priorities for current spending areas, ideas were invited and suggestions received included:
- allowing concession holders to pay something in addition to their pass (not allowed by the Department for Transport);
  - using smaller buses (included as an option in this report);
  - commercial operators to reduce the frequency of town services to subsidise rural or evening routes from the fares on the busy daytime journeys (not in keeping with the Transport Act 1985);

- reducing the amount of printed publicity and have fewer travel guides covering larger areas (this is being done);
- reducing fares (largely a matter for operators);
- stopping evening journeys after 7pm and Sunday journeys (one of the options in the review);
- re-routing services to include the villages (often involves commercial routes and can lose through passengers by making journeys longer);
- reducing overheads or back office costs (being done); and
- reducing areas of expenditure other than passenger transport (all areas of expenditure are being reviewed).

- 5.5 88% of respondents used subsidised services and 21% adjusted their travel to when the service was available. 17% had their own car and 14% would look to lifts with family and friends if the service was not available when they wanted to travel.
- 5.6 Shopping and collecting prescriptions accounted for 39% of journeys, health appointments for 18%, and work or training 6% according to respondents.
- 5.7 The largest group of respondents, 30%, travelled on 2 or 3 days a week with 23% travelling a few times a month, 21% travelled daily or most days, and 14% once a week.
- 5.8 The consultation responses favoured retaining the current days of service where possible, even if the frequency was reduced, and use of public buses rather than Taxi-shares or other forms of community transport, though the replies suggested that those types of service were less understood outside their existing operating areas.

## **6. Changes to the Supplier Market and Travel Patterns**

- 6.1 Since the 2011 review, a number of smaller operators have joined the supplier market whilst others have ceased trading or changed ownership with a consequent impact on competition for tenders and subsidy costs.
- 6.2 Countryliner, Steventon and Velvet have ceased trading, the last now under new ownership, Fleet Buzz has been taken over by Stagecoach, and Brijan is under new ownership. Wheelers Travel and Xelabus have expanded into local bus operation, the latter operating a number of contract services. Some commercial services have been tried with varying degrees of success, and some tenders have been surrendered after a short period, which can be unsettling for passengers.
- 6.3 Some commercial services have ceased in several areas including Basingstoke, Eastleigh, Fareham, Gosport and New Forest, in some cases with reasonable alternatives, in others creating additional funding pressure on the County Council.

## **7. Concessionary Travel**

- 7.1 Concessionary travel at £13.5million accounts for a fifth of our entire revenue budget for roads and transport. Although a series of efficiencies have been achieved in the administration of the scheme by reducing back office costs and introducing new supplier contracts, the underlying cost of the scheme continues to rise in line with increasing pass numbers and rising bus fares.
- 7.2 The statutory free bus pass scheme currently includes an enhancement so that older people in Hampshire can use their passes from 9am, rather than the 9:30 am national standard. Consultation looked at whether to retain this extra feature, which costs around £300,000 per annum as part of this overall review.
- 7.3 It is not proposed to alter arrangements for Hampshire residents who hold a disabled person's pass who are allowed to travel without time restriction.
- 7.4 Of our 11 neighbouring concession authorities, two allow travel at any time: Bracknell Forest and Wiltshire (from 9am on busy routes); two allow travel from 9am: Reading and West Berkshire; and seven allow travel from 9.30am: Bournemouth, Dorset, Portsmouth, Southampton, Surrey, West Sussex (earlier on two routes) and Wokingham.

## **8. Impact of the 9.30am start for those on bus routes with infrequent services**

- 8.1 The move from 9am to 9.30am would affect 22 journeys on infrequent routes across 245 services, both commercial and subsidised, in Hampshire.
- 8.2 To address this, where passengers currently have a departure between 9am and 9.29am, and would not have another departure until after 10.31am, these specific journeys could be listed for passes to be accepted from 9am. This has been done elsewhere and would still enable the savings to be made.
- 8.3 66% (2130) of respondents to the consultation were pass holders. Retaining the 9am start was the top priority of only 6% of respondents.
- 8.4 Approval is sought that the hours of use of the older person's pass come into line with the national statutory scheme from the draft Hampshire Concessionary Travel Scheme published in December 2014 for implementation from April 2015.

## **9. Local buses**

- 9.1 Most bus services in Hampshire, as elsewhere in England outside London, are provided commercially and are not funded by, or under the control of, the County Council. The County Council supports these through Quality Bus Partnerships, investment in bus stop infrastructure and information provision and by winning Government funding for schemes such as the Gosport –

Fareham Eclipse Rapid Transit or developer funding for the new Andover Bus Station.

- 9.2 Under 28% of bus journeys are subsidised and these are the least well used journeys so only carry £4.7million, around 15%, of the 31 million annual passenger trips. Nonetheless we recognise that these services are important to those who use them. Subsidies cost the council tax payer £4.7million. Added to the expenditure on concessionary travel, these two schemes cost around £50,000 every day, and these need to be considered as part of the budget reduction process.
- 9.3 Consultation responses to the 2011 bus subsidy review favoured making weekday daytime services the priority for funding as these meet the widest range of travel needs such as food shopping and doctor's appointments and this was mirrored in the responses to the latest consultation.

## **10. Impact of reducing or ceasing evening or Sunday buses**

- 10.1 Some evening and Sunday services are subsidised at a cost of £265,000 a year. Whether these should be reduced or no longer run formed part of the consultation. Basingstoke and Deane Borough Council and Eastleigh Borough Council fund a number of evening and Sunday services in addition to those funded by the County Council.
- 10.2 As a largely rural county, the impact of any reduction to evening or Sunday journeys in rural areas has been considered. Of 164 services with contracted journeys, 8 services to rural areas have journeys after 1900, often only one journey after that time. Of these, 5 journeys are needed for the bus to return to its base and would probably be retained because any saving would be negligible. 7 urban services have one or more journeys after 1900 including city services in Winchester and town services in Basingstoke, the latter funded by Basingstoke and Deane Borough Council.
- 10.3 There are 12 Sunday services of which 5 are to rural areas. Of the latter, 4 would be in scope of the review and of those, one is jointly funded.
- 10.4 Evening and Sunday journeys were used by 16% and 21% of respondents respectively and were only made the top priority for funding by 5% and 2% of respondents respectively. They cost £265,000 a year and account for 2.6% and 1.9% of subsidised passenger trips respectively.
- 10.5 Shopping and collecting prescriptions account for 39% of journeys, health appointments for 18%, and work or training 6% according to respondents.
- 10.6 In view of the priority to maintain weekday daytime passenger trips as these best cater for essential shopping and doctor's appointments, proposals to largely cease funding of evening and Sunday journeys are included in this report.

## **11. Impact of reducing or ceasing weekday daytime buses**

- 11.1 Contracted services can vary from the whole timetable to a single journey or part of a route where the remainder of the service is provided commercially. This is how the figure of 28% of subsidised bus journeys is calculated. Of 245 services, both commercial and subsidised, in Hampshire, 164 have one or more contracted journeys. These can be early morning or midday journeys, market day or two or three days a week services. In total contracted journeys cater for around 1 in 7 of bus passenger trips in Hampshire. Basingstoke and Deane Borough Council and Eastleigh Borough Council fund a number of services in addition to those funded by the County Council.
- 11.2 In terms of the impact of any reduction of weekday services, of those responding to the consultation 30%, travelled on 2 or 3 days a week with 23% travelling a few times a month, 21% daily or most days, and 14% once a week. Shopping and collecting prescriptions accounted for 39% of journeys, health appointments for 18%, and work or training 6% according to respondents.
- 11.3 Individual journey loading data and established value for money criteria will be used to propose services where a reduction in frequency or in days of operation is more appropriate.

## **12. Community Transport**

- 12.1 The County Council spends £0.9 million a year on community transport such as Dial-a-Ride, Call and Go, Group Hire minibuses, training and advice for the voluntary sector and light-touch support for voluntary car schemes, all of which may give scope for innovative and flexible alternatives to conventional transport. This funding accounts for an increasing proportion of the passenger transport budget and is provided jointly for many services with district council partners – which can choose to match any possible reduction, retain their current spend, or replace County Council funding – and the voluntary or ‘third sector’ which plays a key role. The level of service is set locally so varies between areas.
- 12.2 Evening Dial-a-Ride services are contracted to run in Basingstoke and evening and Sunday Dial-a-Ride services are contracted to run in two areas, Basingstoke and Eastleigh. It is proposed that contracts be revised to remove this requirement and that funding be reduced. In Eastleigh, the contract will be amended by mutual consent with the operator who will look to cater for some journeys with the Group Hire scheme that they also operate. The separate contracts for the Dial-a-Ride and Group Hire community transport services in Basingstoke are both due for renewal in 2015, and it is proposed that both are renewed at the same time to identify whether joint operation, as occurs in most other districts, would offer efficiencies or service improvements. This will allow the County Council’s contribution for evening and Sunday services to be removed from the contract.



- 12.3 It is proposed that the former Congo service in Burghclere, which currently runs with a standalone, Council-owned, vehicle be incorporated into the nearby fixed route service 7, and that the option to extend the Congo services in Andover until 2017 be exercised as offering value for money.

### **13. Bus Services Operators' Grant**

- 13.1 Administration of Bus Services Operators Grant (BSOG) for bus contracts has been made the responsibility of the County Council as the local transport authority since January 2014 and is being incorporated within contract prices as contracts are renewed to reduce the administrative costs of this new responsibility. This initially amounted to £1.1m and it is anticipated that £325,000 will be accounted for by subsidy payments this year.

### **14. Travel Information**

- 14.1 Travel information is provided electronically through Traveline, a consortium of local authorities and bus operators set up following the Transport Act 2000. Modern systems have allowed annual costs to be reduced by £20,000 in 2014/15. Real time displays at stops and on buses have been provided following a successful bid for Government funding. Printed publicity at stops and through leaflets or booklets is the primary responsibility of the operator whether the service is commercial or contracted. The County Council produces maps and booklets in areas where comprehensive information is lacking. Booklets are now being combined or produced in fold out form to reduce costs allowing a cost reduction of £40,000 in 2014/15.

### **15. Travel to School or College**

- 15.1 The growth in dedicated transport networks for post 16 colleges, which now received direct funding for transport, has been good for education choice and has reduced the need for students to have their own transport, but these services have taken passengers from the local bus network in a number of cases making those journeys less viable.
- 15.2 The changing popularity of particular schools means that school transport may require separate, larger, vehicles as they can no longer be accommodated on public bus services. The loss of these passengers makes public bus services, particularly peak time journeys, less viable though smaller vehicles may now be possible at other times.
- 15.3 Both these changes can mean that local bus contracts no longer meet value for money criteria and, where appropriate, an off-peak only service using smaller vehicles is proposed in the report.
- 15.4 Statutory Home to School Transport journeys are not part of this review, but in several areas, school journeys, often known as 'school specials' have

been provided commercially or through the bus subsidy budget for pupils not eligible for free transport. The cost to the bus subsidy budget is over £450,000.

15.5 Bus operators have been withdrawing from commercial school journeys – and contracts – as peak time congestion makes these journeys harder to fit into schedules, whilst rising costs cannot always be recovered from the lower fares usually paid by pupils. In a number of cases, schools or parents have made their own arrangements to provide replacement services with costs met by the parents.

15.6 It is proposed that these journeys are surveyed to confirm current use and cost per passenger journey, and consultation is then held, including with schools directly, on the options to continue these services on a different funding basis from September 2015.

## 16. Finance

16.1 The proposals from the area retendering exercise, the negotiated process, and all other proposals detailed above produce full year savings of £1,421,808 - £1,494,222.

16.2 Proposed savings are set out in the table below. The award or loss of particular tenders may result in some commercial activity which impacts on the tender options proposed. A provision has been allowed of £100,000 for alternative service costs such as Taxi-share pending the outcome of commercial decisions and completion of operator negotiations.

Local Buses	£1,421,808 - £1,494,222
Incl evenings/Sundays	
Contingency	-£100,000
Concessionary Travel	£300,000
Community Transport	£25,000
Travel Information	£60,000
BSOG transfer	£325,000
Total:	£2,031,808 - £2,104,222

16.3 Further details of local bus proposals are in the main body of the report below and in Appendix 1.

16.4 The next two sections of this report concern local bus tenders, where the largest portion of savings in passenger transport will be realised.

## 17 Subsidised Local Bus Tenders

17.1 Local bus tenders are awarded on an area basis, generally reflecting travel to work areas, which are renewed approximately every four years. As part of this review, some services have been entirely retendered, while others in the middle of their contract term have been renegotiated. Section 18 below

deals predominantly with services that have been renegotiated, though some have been retendered. Relevant financial data for this section can be found in the appendices. The following Sections 19-52 focus entirely on services that have been retendered.

## **18 Areas Where Subsidised Local Bus Services Have Predominantly Been Renegotiated with Existing Service Providers**

### **18.1 Blackwater Valley**

- Bus Service number **2** Camberley – Farnborough. Currently, evening journeys after 1900 are funded on this otherwise commercial service. It is proposed to withdraw this subsidy. An alternative operator proposal is awaited.
- Bus Service number **3** Aldershot – Yateley. Currently, evening journeys after 1900 are funded on this otherwise commercial service. It is proposed to withdraw this subsidy. An alternative operator proposal is awaited.
- Bus Service number **18** Haslemere – Aldershot. Early morning/evening weekday journeys are being reviewed and consideration given to a smaller vehicle for the rest of the timetable to reflect passenger numbers. An alternative operator proposal is awaited.
- Bus Service number **18** Aldershot – Whitehill. Weekday journeys over this section of route are provided commercially with a subsidised Sunday service. It is proposed to withdraw the subsidy for Sunday journeys in line with Sunday services across the county. An alternative operator proposal is awaited.
- Bus Service number **30/31** Frimley Park – Zebon Copse. This service was originally the 73 stand alone supported service serving Farnborough – The Verne but has since been combined into the 30/31 service giving additional journey opportunities to Basingstoke. That section is run commercially. This service shows low passenger numbers (average 2 per trip / 20 a day) on the supported section between Farnborough and Frimley Park Hospital. It is proposed that section should no longer operate. Other services will cover other parts of the route. Operator negotiations are ongoing.

- Bus Service number **41** Farnborough – Ash. This service runs in both Hampshire and Surrey and is supported by Hampshire County Council and Surrey County Council (41.1%). This service might benefit by running a service between Farnborough and North Camp and combining it with service **42** which is currently funded by the bus subsidy budget and developer contributions. This might allow economies through operation with one bus, the costs of which could be accommodated within the developer contributions. The opportunity for funding from BAE systems which requires commuter journeys to the station will be investigated. This proposal is subject to negotiation with the operator with an option to tender.
- Bus Service number **42** Queensgate – Southview – Farnborough. See the proposal for service **41** above.
- Bus Service number **72** Hartley Wintney – Aldershot. This service was originally a stand alone supported service serving Hartley Wintney – Aldershot but was combined into service **72** giving additional journey opportunities to Reading which are run commercially. The section between Fleet and Aldershot has low passenger numbers (average 4.5 per trip) apart from non entitled pupils for All Hallows School for whom a commercial school journey is provided. It is proposed to cease funding for this section of route. Operator negotiations are ongoing.
- Bus Service number **77** Fleet – Pondtail – Calthorpe Park. This service was put in place in early 2014 to serve a new development and is funded by developer contributions. It is proposed that this is reviewed with a view to incorporating into another service or possible replacement with a Taxishare or similar until further development is complete. An alternative operator proposal is awaited.

## **18.2 Eastleigh;**

- Bus Service number **E1/E2** Eastleigh – Winchester. It is proposed that a new tender be awarded to a new operator at lower price. Some minor alterations could be made to the route and the timetable resulting from commercial activity by Bluestar between Boyatt Wood and Eastleigh.
- Bus Service number **C3/C4** Chandlers Ford – Hiltingbury. Following negotiations, the operator has offered a revised route and a timetable covering Mondays to Saturdays, including peaks, for reduced funding. Funding was proposed for an off-peak only timetable, 3 days a week, but the operator offered this alternative for the same level of funding.

- Bus Service number **6** Southampton – Hamble. Alternate journeys on Sunday are currently funded. It is proposed that this funding is discontinued in line with funding for Sunday services elsewhere in the county. Monday to Saturday journeys are operated commercially. First currently run alternate journeys on a Sunday commercially and the last round trip is contracted by Eastleigh Borough Council.
- Bus Service number **7 & 8** Bishops Waltham – Eastleigh/Southampton. It is proposed that the Monday to Friday service be unchanged. The Saturday service would be reduced from hourly to every two hours.
- Bus Service number **8A** Southampton – Hedge End – Botley. The evening service beyond West End is funded by developer's contributions, as is the section of route between the Ageas Bowl and Hedge End Rail Station during the day, so no change is proposed at this time. However, the funding for both of these sections of route will expire in 2015 and the current level of passenger use would not be commercially viable, so there is a high probability that the contracted services would cease at that point.
- Bus Service number **15** Hedge End – Hamble : Passenger usage data indicates that the peak services are poorly used (average 1 to 3 passengers per trip), and the off peak service passenger numbers indicate that demand could be met by reducing the Monday to Saturday service to operate on Mondays, Wednesdays and Fridays only. This is proposed.
- Bus Service number **17** Bishops Waltham – Petersfield. This service currently runs two days a week with lower passenger numbers on the Saturday service, so it is proposed that this will be withdrawn leaving the Wednesday service. There is an average of 20 passengers each way per day on Saturdays, 27 passengers per day on Wednesdays.
- Eastleigh Borough Council funds a number of services individually or jointly with the County Council and has been closely involved in the development of these proposals.

### **18.3 Fareham & Gosport;**

- Bus Service number **F1/F2** Fareham – Highlands. The proposal is to withdraw funding for the Sunday service in line with Sunday services across the county. Weekday services are provided commercially.

- Bus Service number **11** Fareham – Gosport – Alverstoke. It is proposed that the Saturday service be withdrawn (average use Monday to Saturday is 13 passengers per journey total for Alverstoke-Gosport and Gosport-Fareham.)
- Bus Service number **20** Fareham – Knowle – Wickham. The schooldays only timetable has been revised as Knowle students now travel via dedicated school transport.
- Bus Service number **21** Fareham – Hill Head. A replacement for a withdrawn commercial service was introduced in January 2014 on a trial basis. It is now proposed to retain this with a revised route and timetable. It would run more frequently to Hill Head but would no longer serve Lee on the Solent as residents there can use the X5 service to access shopping in either Fareham or Gosport as well as the Asda shopper bus as journeys to Asda accounted for most journeys surveyed on that section of route. The service would no longer run on Saturday afternoons as fewer passengers use the service at this time.
- Bus Service number **26** Fareham – Botley – Hedge End. It is proposed that this service be combined with the 28 service. The Park Gate to Hedge End section of the route would be withdrawn due to low passenger numbers (less than 2 passengers per journey on average). It is proposed that a Taxi-share service would then be offered to Burrridge residents as other communities have public transport available.
- Bus Service number **28** Fareham – Whiteley – Locks Heath – Warsash. It is proposed that this service be combined with the number 26. The Locks Heath to Warsash section of the route would then be withdrawn as passengers use the faster and more frequent X4 and X5 services. Newtown residents would be provided with a Taxi-share.

#### **18.4 Romsey, Totton & Waterside;**

- Bus Service number **5** Eastleigh – Romsey – West Wellow, Monday to Fridays. A saving has been negotiated with the operator. No change is proposed to the timetable.

- Bus Service number **5** Eastleigh – Romsey: Saturday Service. The current timetable will be operated commercially, so no change is proposed to the service.
- Bus Service number **X7** Southampton – West Wellow – Salisbury. It is proposed that the subsidy be withdrawn. This service provides very limited service to Hampshire residents. Approximately 50% of the journeys are currently provided commercially. The bus company has not yet confirmed what commercial timetable it will provide following the ending of Hampshire's subsidy and the majority of Wiltshire's subsidy. However it is anticipated that most journeys will be retained at the busier times in the middle of the day, but that lower used journeys at other times may be reduced in number.
- Bus Service number **34** Romsey – Sherfield English – Salisbury: Wiltshire Council is withdrawing its funding; therefore this service will be reviewed and may be revised once the new commercial X7 timetable has been declared by the operator.
- Bus Service number **35** Romsey – Halterworth – Braishfield/Ampfield: This service may need to be reviewed and revised with Service 34 and 39, once the new commercial X7 timetable has been declared by the operator.
- Bus Service number **36** West Dean – Lockerley - Romsey: No change is proposed to this timetable.
- Bus Service number **39** Nomansland – Wellow – Romsey: This service may need to be reviewed and revised with Service 34 and 35, once the new commercial X7 timetable has been declared by the operator.
- Bus Service number **T3/T4 & 11** Totton – Cadnam: It is proposed that the funding for peak extensions to the commercial 11 service be withdrawn due to low passenger numbers, typically 5 to 6 each way on Mondays to Fridays, fewer on Saturdays. T3/T4 services would be reduced to 3 days a week to reflect passenger use.
- Bus Service number **H1/H2** Hythe local service: It is proposed that this be reduced to 3 days a week to reflect passenger use.
- **8 & 9** Calshot – Fawley. It is proposed that the funding for peak hour extensions to commercially operated service be withdrawn as passenger usage data indicates that the journeys are poorly used at 0 to 3 per journey. Off-peak commercial service unaffected.

## **18.5 Winchester;**

- Bus Service number **1, 3, 5 & Spring** Winchester City. Funding for these early evening services (1900 – 2100) is proposed for withdrawal. Stagecoach does not wish to provide these services on a commercial basis as passenger numbers are very low.
- Bus Service number **2 & 6A** Oliver's Battery/Hyde – Winchester. It is proposed the service be reduced to three days a week and combined with service 63.
- Bus Service number **46** Winchester – Southampton General Hospital. The service will reduce from 5 or 7 to 4 journeys each way between Winchester - North Baddesley only. The section of route between North Baddesley to Southampton General Hospital will no longer operate, due to low passenger numbers, approximately 12 per day each way.
- Bus Service number **63** Owslebury – Winchester. Slight changes in times are proposed, but with the retention of a three day a week service as currently operated.
- Bus Service number **67** Winchester – Petersfield. Due to recent changes and the high number of school students using this service, the service will be reviewed early in 2015, with no changes before the end of the academic year.
- Bus Service number **95/96** East Stratton – Winchester: a saving has been agreed with the operator.

## **Retendering of Subsidised Local Bus Services**

The following sections (19-52) concern those subsidised local bus services which have been retendered, and is divided under titles that relate to the recommendations made to the Executive Member for Economy, Transport, and Environment by way of this report.



## **PART 1B RETENDERING OF SUBSIDISED LOCAL BUS SERVICES – ALTON AREA**

### **19. Summary**

- 19.1. The purpose of this section of the report is to detail the outcomes of tenders for renewal of the four year bus subsidy contracts in the Alton tendering area, which include several long distance routes and local town services serving Liphook, Petersfield and Liss as well as present and future connection links to commercial bus and rail services and school bus services.
- 19.2. The existing contracts have been extended for approx. 8 months from 31 April 2014 to 3 January 2015 to accommodate the outcome of the Passenger Transport Review consultation.
- 19.3. The report proposes a plan of action to ensure that transport services continue to support access to work, education, retail and health for the widest section of the community thereby supporting quality of life and well being whilst achieving value for money. Services provided will also reflect the current financial situation and reduced budget availability.
- 19.4. The proposals also respond to changes in commercial services provision and rising costs by amending some timetables and days of operation to maintain key services for as many areas as possible all within the budget available.
- 19.5. Information from the Passenger Transport Review consultation was used when prioritising the main issues to be addressed together with survey data and census and accessibility information. The Passenger Transport Review included a detailed Equality Impact Assessment.
- 19.6. The retendering programme followed current procurement guidelines.
- 19.7. Most tenders were evaluated on the basis of 80% price and 20% quality.
- 19.8. Awarding tenders for new contracts as proposed ensures vital transport links at a total cost of £298,468 per annum. The current cost to the bus subsidy budget is £336,196 per annum. This equates to a saving to the bus subsidy budget of £55,425 per annum.

### **20. Contextual information**

- 20.1. Tenders were invited for the existing pattern of services and for alternative service options aimed at ensuring a continued service provision within the budget available and aiming to maintain value for money criteria. Timetables comprised of daily, weekly and weekend options as well as reduced services, timings and days of operation in order to keep within procurement guidelines and budget constraints.

20.2. Four operators submitted tenders and all tenders were the subject of at least one bid.

## 21. Finance

21.1. The current cost of bus services being tendered is £354,304 and is made up from the following:

Bus Subsidy Budget	£336,196
Other funding streams	£ 5,347
Children's Services HTST	£ 12,761

The Eco Bus is currently supported by Government funds and has not been included in this tender round.

21.2. It became evident that prices submitted for the tendered journeys had increased.

21.3. The preferred tender options are as follows:

Services 13    Liphook - Alton – Basingstoke

This is a mainly commercial service with Hampshire County Council supporting some early morning, lunchtime and last evening journeys. One morning school journey also requires purchasing tickets from the operator at a cost of £32,400 and it is anticipated that a contracted school bus can replace this journey. Operator proposals are awaited but no saving has been assumed in this report.

Service 38    Petersfield – Alton This mainly supported service follows on from a commercially run 37 service from Havant. There are some eligible students who we include on this route who are at schools in Alton. To become Monday – Friday only.

Service 64    Winchester-Alton. This service is financially supported on a Sunday and the passenger numbers show excellent usage. This service will now be deemed commercial and funding cease in line with funding for Sunday service elsewhere.

The above three services were previously part of a combined contract at a cost of £233,486. Service 38 will be awarded on a Monday to Friday basis for £104,972 and it is hoped that negotiation with the operator will allow savings to be made on service 13. No tender will be awarded for the 64 on Sunday.

Service 71    Froxfield – Petersfield This service runs 2 mornings per week for shopper journeys and has increased in price by £132 to £5,365. Service to be retained.

Service 73 Petersfield –Bordon This is a Wednesday only shoppers' service which has slightly increased in cost. This service will be removed as there are several other journey opportunities for residents to use. Saving £6,708

Service 94 Petersfield – Buriton – Petersfield This Monday to Saturday service is provided with a 35 seater at a cost of £73,787 but the new cost would rise by £29,085 to £102,872. Passenger use showed that this service could be provided Monday – Friday on a slightly reduced timetable with a smaller vehicle at a cost of £56,441, saving £17,246 allowing the service to be retained.

Services 204, 206, 280 and Eco Bus These services have all been recently tendered and were not part of the current tendering round as significant savings had already been achieved or are financially supported by different funding streams.

Service 250 Liphook Town Service:  
  
Current cost is £18,159 for a Monday – Friday morning service. The service operates an hourly circuit with an average of 7 passengers per hour. This is proposed to run as a 3 day per week service and will save £7,740.

The new cost of bus services tendered is £298,468 and is made up from the following:

Bus Subsidy Budget	£280,771
Other funding	£5,347
Children's Services HTST	£12,350

The overall effect of these proposals is that all communities retain transport services, albeit with reduced span of day, choice of destination or days of operation, within the budget available.

## **22. Performance**

22.1 The proposed tenders meet the value for money criteria and provide services to the widest area within affordable budget levels.

## **23. Other key issues**

23.1. Renewal of these tenders will enable continued provision of prioritised services which were identified in the Passenger Transport Review consultation.

- 23.2. Identifying tender costs from various operators and providing services only at core times has enabled key journey opportunities to be retained within the budget available.

## **24. Consultation**

- 24.1. Details of the services due to be tendered were sent to local County Councillors, District Council officers, Parish Clerks and other interested parties for the area and the surrounding areas affected by the services being tendered as part of the Passenger Transport Review consultation.
- 24.2. In response to this, comments were received from councillors and parish councils. In the main, these expressed the wish that existing service levels be retained and enhancements explored, for example more services to hospitals, stations and town centres in response to the ageing population. However, against the background of rising tender prices and budget constraints, enhancements did not prove affordable and emphasis has been placed on communities retaining some form of transport.
- 24.3. The Passenger Transport Review consultation was undertaken between March and May 2014.
- 24.4. A special Passenger Transport Forum was arranged for Alton to discuss bus subsidy options with members and representatives from bus operators and local groups. All invitees received the briefing papers and workshop notes with a further invitation to comment.

## **25. Future direction**

- 25.1. The award of these tenders represents the best means to meet the local communities' prioritisation of travel requirements in the current financial climate.
- 25.2. The loss of tenders not awarded or awarded to other operators may result in some commercial activity which impacts of the tender options proposed.

## **PART 1C RETENDERING OF SUBSIDISED LOCAL BUS SERVICES – ANDOVER AREA**

## **26. Summary**

- 26.1. The purpose of this section of the report is to detail the outcomes of tenders for renewal of the four year bus subsidy contracts in the Andover tendering area, which include several long distance routes serving Winchester, Stockbridge and Basingstoke and local town services as well as present and future connection links to commercial bus services and rail services and school bus services.

- 26.2. The existing contracts have been extended for approx. 13 months from 8 December 2013 to 3 January 2015 to accommodate the outcome of the Public Transport Review.
- 26.3. The report proposes a plan of action to ensure that transport services continue to support access to work, education, retail and health for the widest section of the community thereby supporting quality of life and well being whilst achieving value for money. Services provided will also reflect the current financial situation and reduced budget availability.
- 26.4. The proposals also respond to changes in commercial service provision and rising costs by amending some timetables and days of operation to maintain key services for as many areas as possible all within the reduced budget level.
- 26.5. Information from the Passenger Transport Review consultation was used when prioritising the main issues to be addressed together with survey data and census and accessibility information. The Passenger Transport Review included a detailed Equality Impact Assessment.
- 26.6. The retendering programme followed current procurement guidelines.
- 26.7. All tenders were evaluated on the basis of 80% price and 20% quality.
- 26.8. Awarding tenders for new contracts as proposed ensures vital transport links at a total cost of £497,007 per annum of which £231,713 is met by the bus subsidy budget. The current cost is £679,106 of which the cost to the bus subsidy budget is £558,515 per annum. This will deliver a saving to the bus subsidy budget of £326,802 per annum. New development includes funding for new bus services which also serve parts of the existing bus network.

## **27. Contextual information**

- 27.1. Tenders were invited for the existing pattern of services and for alternative service options aimed at ensuring a continued service provision with the proposed budget reduction and aiming to maintain value for money criteria. Timetables comprised of daily, weekly and weekend options as well as reduced services timings and days of operation in order to keep within procurement guidelines and budget constraints.
- 27.2. Five operators submitted tenders and all tenders were the subject of at least one bid.

## **28. Finance**

- 28.1. The current cost of bus services tendered is £679,106 and is made up from the following:

Bus Subsidy Budget	£558,515
Other funding sources	£88,604

Children's Services HTST

£31,987

28.2. It became evident that prices submitted for tendered journeys had increased. Most services were part of a combination tender at a cost of £510,121. The opportunity has been taken to obtain individual prices.

28.3. The preferred tender options are as follows:

Service 4/4A Colenzo Drive – Andover Town Centre

A like for like service was tendered and resulted in a cost of £51,797

This service has been re-tendered as part of new routes 10/10A and 11 below.

Services 5 Andover – Grateley – Weyhill - Andover

A like for like service was tendered and resulted in a cost of £51,797. It is proposed to retain the service.

Service 7 Andover – Hurstbourne Tarrant – Penwood - Newbury

This fully supported service covers some villages which are also included in the 21/22/23/24 service. The original route was tendered at £60,112.

A new service route which incorporated the majority of 21/22/23/24 villages into the 7/7A was tendered and a tender received for £47,139. This also meant that the financial costs associated with the 21/22/23/23 service (Basingstoke area services) are also saved. It is proposed to award this tender.

Service 10/10A Picket Twenty Estate – Andover Town Centre

The revised route will be funded by developer contributions and will incorporate part of the 4/4A service.

Current cost is £88,604

New tendered cost is £82,295 Monday – Saturday service.

Service 11 Picket Piece Estate (Locksbridge Park) – Andover Town Centre

This new route will be funded by developer contributions. This service will incorporate part of the 4/4A service which will save on the PT budget.

New tendered cost is £77,010 Monday – Saturday service

Service 12/12A East Anton Estate – Andover Town Centre

This new route will be funded by developer contributions.

New tendered cost is £74,002      Monday – Saturday service

Service 26      Andover - Winchester

This service is financially supported on just school holidays and is also part of the combination contract. The tendered cost is £7,390.

Service 68/77      Andover – Stockbridge - Winchester

Service 79      Andover – The Clatfords – Chilbolton – Stockbridge

Service 87      Andover – Middle Wallop

These services are all long distance routes and are also part of the combination tender. Options were put out for several options but the costs realised were as follows:

Service 68/77      £180,377

Service 79      £101,012

Service 87      £42,280

Passenger data showed little use throughout the day but overloading on early morning journeys the major users being Peter Symonds students using tickets sold by the operator.

Services 14/15/16      A further tender option has now been submitted which covers 68/77, 79 and 87 routes using 2 x 16 seater vehicles and offers several journey opportunities between Andover – Stockbridge – Winchester and the villages of Houghton and The Wallops.

The price achieved for a Monday – Saturday off-peak service is £79,170

The new routes will offer off-peak journey opportunities between Andover, Winchester, Stockbridge and The Wallops. The commercial peak journeys used by college season ticket holders will become the responsibility of the operator which sold the tickets.

Service 602      School service- Harrow Way School

Service 607      School service - Anton schools

Currently the cost is £54,753 for both the 602 and the 607 services which carry non entitled students. Passenger data shows that the 602 service is extremely well used whilst the 607 is used less.

The tendered cost of 602 is £18,924 and the cost for the 607 is £29,640

Total: £48,564 achieving a saving of £6,189

Service 609 School service - Enham – Winton School

Currently the service costs £25,628 and the new tendered cost has increased to £29,640, an additional £4,012

The new cost of bus services tendered is £497,007 and is made up from the following:

Bus Subsidy Budget	£231,713
Other funding sources	£233,307
Children's Services HTST	£ 31,987

New development includes funding for new bus services which also serve parts of the existing bus network. The overall effect of these proposals is that all communities retain transport services, albeit with reduced span of day or days of operation, within expenditure.

## **29. Performance**

- 29.1 The proposed tenders meet the value for money criteria and provide services to the widest area within affordable budget levels.

## **30. Other key issues**

- 30.1. Renewal of these tenders will enable continued provision of prioritised services which were identified in the Passenger Transport Review consultation.
- 30.2. Identifying tender costs from various operators and providing services only at core times has enabled key journey opportunities to be retained within the budget available.
- 30.3. Heavy Post 16 transport flows will need to be met by the operator which sells the tickets

## **31. Consultation**

- 31.1. Details of the services due to be tendered were sent to local County Councillors, District Council officers, Parish Clerks and other interested



parties for the area and the surrounding areas affected by the services being tendered as part of the Passenger Transport Review consultation.

- 31.2. In response to this, comments were received from councillors and parish councils. In the main, these expressed the wish that existing service levels be retained and enhancements explored, for example more services to hospitals, stations and town centres in response to the ageing population. However, against the background of rising tender prices and budget constraints, enhancements did not prove affordable and emphasis has been placed on communities retaining some form of transport.
- 31.3. The Passenger Transport Review consultation was undertaken between March and May 2014
- 31.4. A special Passenger Transport Forum was arranged for Andover to discuss bus subsidy options with members and representatives from bus operators and a range of local groups. All invitees received the briefing papers and workshop notes with a further invitation to comment.

## **32. Future direction**

- 32.1. The award of these tenders represents the best means to meet the local communities' prioritisation of travel requirements in the current financial climate.
- 32.2. The loss of tenders not awarded or awarded to other operators may result in some commercial activity which impacts of the tender options proposed.

## **PART 1D RETENDERING OF SUBSIDISED LOCAL BUS SERVICES – BASINGSTOKE AREA**

## **33. Summary**

- 33.1. The purpose of this section of the report is to detail the outcomes of tenders for renewal of the four year bus subsidy contracts in the Basingstoke tendering area, which includes several long distance routes serving Winchester, Andover, and Basingstoke, several local town services and a rural route serving Newbury as well as present and future links to commercial bus, rail and school bus services.
- 33.2. The existing subsidy contracts have been extended from 8 December 2013 to 3 January 2015 to accommodate the outcome of the Passenger Transport Review consultation.
- 33.3. The report proposes a plan of action to ensure that transport services continue to support access to work, education, retail and health for the widest section of the community possible, thereby supporting quality of life

and well-being whilst achieving value for money. Services provided will also reflect the current economic climate and the budget available.

- 33.4. The proposals also respond to changes in commercial services and rising costs by amending some timetables and days of operation to maintain key services for as many areas as possible all within the budget available.
- 33.5. Information from the Passenger Transport Review consultation was used when prioritising the main issues to be addressed together with survey data and census and accessibility information. The Passenger Transport Review included a detailed Equality Impact Assessment.
- 33.6. The retendering programme followed current procurement guidelines.
- 33.7. Most tenders were evaluated on the basis of 80% price and 20% quality.
- 33.8. Basingstoke & Deane Borough Council supports a number of routes financially, with contributions for evening and Sunday services on many of the town services which are run commercially during the day as well as some rural services.
- 33.9. Awarding tenders for new contracts as proposed ensures vital transport links at a total cost of £673,051 per annum of which £274,975 relates to the Bus Subsidy Budget. The current cost is £832,006 of which £384,124 relates to the Bus Subsidy Budget. The proposals provide a saving to the Bus Subsidy Budget £109,149..

#### **34. Contextual information**

- 34.1. Tenders were invited for the existing pattern of services and for alternative service options aimed at ensuring a continued service provision with the proposed budget reduction and aiming to maintain value for money criteria. Timetables comprised of daily, weekly and weekend options as well as reduced services timings and days of operation in order to keep within procurement guidelines and budget constraints.
- 34.2. Three operators submitted tenders and all tenders were the subject of at least one bid.

#### **35. Finance**

- 35.1. The current cost of bus services being tendered is £832,006 and is made up from the following:

Bus Subsidy Budget	£384,124
Developer Contributions	£180,717
Basingstoke & Deane BC	£244,154
Children's Services HTST	£ 23,011

35.2. It became evident that prices submitted for the tendered journeys had significantly increased. Most services were part of a combination tender at a cost of £585,221. The opportunity has been taken to obtain individual prices.

35.3. The preferred tender options are as follows:

Services 4      Lychpit – Chineham – Basingstoke Town Centre - Hospital

This is a fully supported service, with funding from both the Bus Subsidy Budget and developer contributions. Following several changes to the commercial services in Basingstoke, this service was tendered to ensure that a number of areas would still retain a bus service. This new service has now achieved a reduction in cost and this total amount can all be met within the existing level of developer contributions.

Originally the cost was in the region of £340,000 with the developer contribution being £180,717. The new tendered cost is £224,488 and of which £165,000 is from developer contributions.

Service 12      This is a newly funded service following the commercial changes that were made by the operator in Basingstoke in February 2014 which would have left a large area of south Basingstoke without a service. The current cost is £40,480 and despite this service being extremely well used the new cost has been increased by £6,267 making a total of £46,747. It is proposed to retain this service.

Service 14      Tadley – Bramley – South View - Basingstoke

This fully supported service was retendered with two options. Prices received showed that the current Monday – Saturday service including Southview was the most cost effective at £127,722 against £142,458 which excluded the Southview area.

Service 21/22/23/24      Penwood - Woolton Hill - Newbury

This service currently provides a Monday – Saturday service for the villages in the north of Deane including Penwood, Burghclere and Woolton Hill to Newbury. The service is financially supported with contributions from both the Bus Subsidy Budget, Home to School Transport budget, a County council supplied vehicle and Basingstoke and Deane Borough Council funding at a gross cost of £135,700 before fares taken. This service is ideally placed to be incorporated into the new service 7/7A in the Andover Tendering area and will achieve a total saving of £135,700 when the service

ceases. The County Council-funded vehicle used for the service can be released to replace an older vehicle elsewhere. Savings will accrue to both councils.

Service 55      North Waltham – Dummer - Basingstoke

This is currently a schooldays only service which also provides additional journeys for commuters and shoppers during school term time using down time on a school contract bus. Passenger numbers excluding students are very low and the school contract now requires a smaller vehicle at a reduced cost which is less suited to the bus service. Basingstoke and Deane Borough Council also runs a similar service 55A throughout the whole year which can meet travel needs. The Borough Council has been consulted and is aware that the service 55 will cease. The saving to the Bus Subsidy Budget is £21,829.

Service 74      Overton Town Service

This is a local 3 days per week service which is well used, particularly by the older residents of Overton. The current cost is £16,750 but the new tendered price is £13,600 achieving a saving of £3,150.

Service 76      Basingstoke – Andover

This service is largely commercial with supported evening and Sunday journeys paid by Basingstoke and Deane Borough Council. Evening journeys currently cost £32,026 and are paid by Basingstoke and Deane Borough Council with a contribution of £10,956 from the Andover Young Persons Transport fund which can be maintained. The cost has increased by £7,523 making the total cost now £39,549

The Sunday journeys are funded by Basingstoke and Deane Borough Council and currently are included in the combined tender. The new cost for these journeys is £7,191. Basingstoke and Deane Borough Council have also arranged directly with the current operator to provide additional journeys paid for by developer contributions at a cost of £15,675 – this will now make a total of £22,866 per annum and will be paid by Basingstoke and Deane Borough Council.

Service 656      This service runs between Chineham – Costello Technology College and provides additional seating for non-eligible students in order not to overload the current operator's commercial service 7. This service was originally in the combined contract but the new tendered price is £27,418

Services 1,2,3,5,6,7,8 and 11      Basingstoke Town Services (evening and Sunday journeys)

The above services form the majority of the current combination contract although they have changed due to the current operator's commercial changes. Many have since been renumbered. The supported elements of most of the routes are for evening, some early morning and Sunday journeys. Basingstoke and Deane Borough Council felt that the ownership of the town centre services was very important and the majority of its funding now supports these services which operate commercially during the day.

The total tendered cost for these services has increased to £170,661 compared to the original Basingstoke and Deane Borough Council contribution of £153,677 but this may reflect the changes that were made to the daytime routes.

The new cost of bus services tendered is £673,051 and is made up from the following:

Bus Subsidy Budget	£274,975
Developer Contributions	£165,000
BDBC proposed Contributions	£233,076

The overall effect of these proposals is that all communities retain transport services, albeit with reduced span of day or days of operation in some cases, within the budget available.

### **36. Performance**

- 36.1 The proposed tenders meet the value for money criteria and provide services to the widest area within affordable budget levels.

### **37. Other key issues**

- 37.1. Renewal of these tenders will enable continued provision of prioritised services which were identified in the Passenger Transport Review consultation.
- 37.2. Identifying tender costs from various operators and providing services only at core times has enabled key journey opportunities to be retained within the budget available.

### **38. Consultation**

- 38.1. Details of the services due to be tendered were sent to local County Councillors, District Council officers, Parish Clerks and other interested

parties for the area and the surrounding areas affected by the services being tendered as part of the Passenger Transport Review consultation.

38.2. In response to this, a number of comments were received. In the main, these expressed the wish that existing service levels be retained and enhancements explored, for example more services to hospitals, stations and town centres in response to the ageing population as well as an increase in later evening journeys. However, against the background of rising tender prices and budget constraints, enhancements did not prove affordable and emphasis has been placed on communities retaining an essential transport link.

38.3. The Passenger Transport Review consultation was undertaken between March and May 2014.

38.4. A special Passenger Transport Forum was arranged for Basingstoke to discuss passenger transport support options with members and representatives from bus operators and local groups. All invitees received the briefing papers and workshop notes with a further invitation to comment.

### **39. Future direction**

39.1. The award of these tenders represents the best means to meet the local community's prioritisation of travel requirements in the current financial climate.

39.2. The loss of tenders not awarded or awarded to other operators may result in some commercial activity which may affect the tender options proposed.

## **PART 1E RETENDERING OF SUBSIDISED LOCAL BUS SERVICES – HAVANT AREA**

### **40. Summary**

40.1. The purpose of this section of the report is to detail the outcomes of tenders for renewal of the four year bus subsidy contracts in the Havant tendering area, which include several mid distance routes and local town services serving Waterlooville, Emsworth, Hayling Island as well as present and future connection links to commercial bus and rail services as well as several school bus services.

40.2. The existing contracts had been extended by approximately 8 months from 31 April 2014 to 3 January 2015 to accommodate the outcome of the Bus Subsidy Review Consultation.

40.3. The report proposes a plan of action to ensure that transport services continue to support access to work, education, retail and health for the widest section of the community thereby supporting quality of life and well

being whilst achieving value for money. Services provided will also reflect the current financial situation and reduced budget availability.

- 40.4. The proposals also respond to changes in commercial services provision and rising costs by amending some timetables and days of operation to maintain key services for as many areas as possible all within the reduced budget level.
- 40.5. Information from the Passenger Transport Review consultation was used when prioritising the main issues to be addressed together with survey data and census and accessibility information. The Bus Subsidy Review included a detailed Equality Impact Assessment.
- 40.6. The retendering programme followed current procurement guidelines.
- 40.7. Most tenders were evaluated on the basis of 80% price and 20% quality.
- 40.8. Awarding tenders for new contracts as proposed ensures vital transport links at a total cost of £512,258 per annum of which £289,766 relates to the bus subsidy budget. The current cost is £709,012 of which £480,648 relates to the bus subsidy budget. This gives a saving to the bus subsidy budget of £190,882 per annum.

#### **41. Contextual information**

- 41.1. Tenders were invited for the existing pattern of services and for alternative service options aimed at ensuring a continued service provision with the budget available and aiming to maintain value for money criteria. Timetables comprised of daily, weekly and weekend options as well as reduced services, timings and days of operation in order to keep within procurement guidelines and available budget.
- 41.2. Four operators submitted tenders and all tenders were the subject of at least one bid.

#### **42. Finance**

- 42.1. The current cost of bus services being retendered is £709,012 and is made up from the following:

Bus Subsidy Budget	£480,648
Other funding streams	£200,926
Children's Services HTST	£ 27,438

- 42.2. It became evident that prices submitted for the tendered journeys had significantly increased.
- 42.3. The preferred tender options are as follows:

Service X9      Waterloo - Hambledon

This is a fully supported service where the costs have increased significantly recently, subsequently on tendering the cost has slightly decreased but as it serves a new development this cost can be met from developer contributions. It is proposed to retain this service but to keep under review.

Services 21/23      Portsmouth - Havant

These services were not part of the current tendering round as the County Council only contributes to Portsmouth City Council for some late evening journeys which it tenders. It is proposed that the County Council ceases funding in line with evening services in other areas.

Services 27      Rowlands Castle - Emsworth

This is a fully supported service for which tender prices had significantly increased. A revised alternative tender was published which realised a lower cost and which could also then be supported with developer contributions.

Service 30/31      Havant - Mengham

This is a largely commercial service where only the last two journeys on Monday – Sunday, and the first two journeys on Sunday are supported. The operator has agreed to operate these journeys without subsidy.

Service 36A      Emsworth – Havant – Asda

This service is supported by developer contributions but as this estate can be added to the 27 service, this means that the separate service is no longer required.

Service 39      Havant – Wecock Farm

The operator is expected to take on the journeys commercially.

Service 145      Hambledon - Emsworth

This service is a fully supported school service where the current operator significantly increased the cost recently, subsequently on tendering the cost has again increased. It is proposed to retain this service at this stage but to review in the future.

Services 605/627/635/636/629/638      Local School Services



These fully supported services cover several schools in the Havant locality. There are a number of eligible students for whom we purchase public bus tickets but the majority of students who travel are not eligible for transport.

To achieve savings, four of the routes have now been combined into two new routes and the others retendered with slight changes to achieve more affordable costs.

The new cost of bus services tendered is £512,258 and is made up from the following:

Bus Subsidy PT Budget	£289,766
Other funding streams	£195,054
Childrens' services HTST	£ 27,438

The overall effect of these proposals is that all communities retain transport services, albeit with reduced span of day or days of operation, within expenditure.

#### **43. Performance**

- 43.1 The proposed tenders meet the value for money criteria and provide services to the widest area within affordable budget levels.

#### **44. Other key issues**

- 44.1. Renewal of these tenders will enable continued provision of prioritised services which were identified in the Passenger Transport Review consultation.
- 44.2. Identifying tender costs from various operators and providing services only at core times has enabled key journey opportunities to be retained within the budget available.

#### **45. Consultation**

- 45.1. Details of the services due to be tendered were sent to local County Councillors, District Council officers, Parish Clerks and other interested parties for the area and the surrounding areas affected by the services being tendered as part of the Passenger Transport Review consultation.
- 45.2. In response to this, a number of comments were received. In the main, these expressed the wish that existing service levels be retained and enhancements explored, for example more services to hospitals, stations and town centres in response to the ageing population. However, against the background of rising tender prices and budget constraints,

enhancements did not prove affordable and emphasis has been placed on communities retaining some form of transport.

45.3. The Passenger Transport Review consultation was undertaken between March and May 2014

45.4. A special Passenger Transport Forum was arranged for Havant to discuss bus subsidy options with members and representatives from bus operators to local groups. All invitees received the briefing papers and workshop notes with a further invitation to comment.

#### **46. Future direction**

46.1. The award of these tenders represents the best means to meet the local community's priorities for travel requirements in the current financial climate.

46.2. The loss of tenders not awarded or awarded to other operators may result in some commercial activity which impacts of the tender options proposed.

### **PART 1F RETENDERING OF SUBSIDISED LOCAL BUS SERVICES – NEW FOREST AREA**

#### **47. Summary**

47.1. The purpose of this section of the report is to detail the outcomes of tenders for renewal of the four year bus subsidy contracts in the New Forest tendering area, which include Lymington and New Milton town routes and longer distance routes serving Lymington, Brockenhurst, Lyndhurst, Totton, Southampton, Ringwood and Christchurch, as well as present and future connection links to commercial bus services and rail services and school bus services.

47.2. The existing contracts had been extended for 8½ months from 12 April 2014 to 3 January 2015 to accommodate the outcome of the Passenger Transport Review Consultation.

47.3. The report proposes a plan of action to ensure that transport services continue to support access to work, education, retail and health for the widest section of the community thereby supporting quality of life and well being whilst achieving value for money. Services provided will also reflect the current financial situation and reduced budget availability.

47.4. The proposals also respond to changes in commercial service provision and rising costs by amending some timetables and days of operation to maintain key services for as many areas as possible all within the reduced budget level.

- 47.5. Information from the Bus Service Review consultation was used when prioritising the main issues to be addressed together with survey data and census and accessibility information. The Bus Subsidy Review included a detailed Equality Impact Assessment.
- 47.6. The retendering programme followed current procurement guidelines which strived to achieve high quality procurement solutions that aimed to deliver service enhancements alongside efficiencies.
- 47.7. Most tenders were evaluated on the basis of 80% price and 20% quality. The alternative tenders sought for the present X1/X2 Lymington – New Milton corridors were evaluated on the basis of 70% price, 20% quality and 10% extra quality marks.
- 47.8. Awarding tenders for new contracts as proposed ensures vital transport links at a total cost of £305,500 of which £183,400 relates to the bus subsidy budget. The current cost of bus services is £753,384 of which £495,534 relates to the bus subsidy budget. This equates to a saving to the bus subsidy budget of £312,134 per annum.

#### **48. Contextual information**

- 48.1. Tenders were invited for the existing pattern of services and for alternative service options aimed at ensuring a continued service provision with the proposed budget reduction and aiming to maintain value for money criteria. Timetables comprised of daily, weekly and weekend options as well as reduced services timings and days of operation in order to keep within procurement guidelines and budget constraints.
- 48.2. Three operators submitted tenders and all tenders were the subject of at least one bid.

#### **49. Finance**

- 49.1. The current cost of bus services being tendered is £753,384 and is made up from the following:

Bus Subsidy Budget	£495,534
Other authorities	£ 43,411
Children's Services HTST	£214,439

Dorset County Council contributes towards Services X1/X2 and 175. Bournemouth Borough Council contributes towards Services X1/X2. All local authorities are considering the need for significant financial savings and it is currently not anticipated that these contributions would continue at these levels with the new tender awards. However Dorset County Council is expected to offer £5,000 towards the Service X1/X2 outcome and the Wiltshire Council contribution of £1,000 towards Service 49 is expected to continue.

49.2. It became evident that prices submitted for the tendered journeys had increased and retaining the current levels of service would be unaffordable. New tenders were invited therefore.

49.3. The preferred tender options are as follows:

Services X1/X2          Lymington – Milford/Hordle – New Milton -  
Bournemouth

Contracted Monday to Saturday journeys replaced by commercial service with some reductions in frequency at certain times of the day. Limited funding retained to provide for continued operation of some journeys via Walkford and Gore Road in New Milton. Home to school transport movements (including Service 120) to be covered by season ticket purchases and no longer included in the contract price for these services. The present Sunday X1 service is operated commercially and its future will be determined by the operator. It is anticipated that Dorset County Council will contribute £5,000 towards the Walkford route. Expected cost to Hampshire County Council £15,000.

Service 6                Lymington – Brockenhurst – Lyndhurst – Totton –  
Southampton

As the original tenders based on the existing level of service proved unaffordable, fresh tenders were issued with funding reduced to 4 to 5 journeys per day each way, Mondays to Saturdays. These journeys will be supplemented by additional journeys provided commercially by the successful tenderer. Home to school transport movements to be covered by season ticket purchases and no longer included in the contract price for these services.

Funding for the Sunday service would be withdrawn and it would be for the operator to consider whether it any part of this should be continued commercially.

Cost £66,300

Service 41              Alderholt – Sandleheath – Woodgreen – Salisbury: The existing contractor Gardbus has indicated that they propose to run a commercial bus service on schooldays and a taxishare service on school holidays from 4 January 2015. Passengers include non-entitled, fare-paying students attending schools in Salisbury who return home on a commercial service operated by Go South Coast. Although the long term sustainability of the commercial service is yet to be determined, in light of Gardbus's stated intentions it is not proposed to award a tender for this service.

- Service 49      Fordingbridge – Whitsbury – Salisbury: A new single tender to be awarded to Herrington Coaches for this Tuesday only Market Day service to Salisbury at £3,000 of which £1,000 is provided by Wiltshire Council.
- Service 112    Lymington – Beaulieu – Hythe: existing schooldays and three day a week shoppers service retained by Go South Coast at £71,800 of which £40,100 is from the public transport budget and £31,700 from Children’s Services.
- Service 118    Lymington - Ringwood: a tender has been received at £7,100; however it is proposed that this Wednesday only market day service is withdrawn as most passengers have access to shopping at other destinations through other services.
- Service 119    Lymington – Pennington – Hordle – New Milton
- Service 191    New Milton – Chatsworth
- Service 193    New Milton – Barton on Sea

These three shoppers’ services are run together, with 119 connecting with 191 and 193 in New Milton; therefore they were issued together in one tender. The tender price for continuing the existing Monday to Saturday service on 119 and 191 and Monday to Friday service on 193 increased from £62,052 to £75,700. These services were substantially reduced in the 2011 review and further options to review are limited; however to remain within the existing expenditure for these services it is proposed to reduce Services 119 and 191 to Mondays to Fridays, with no change to 193, operated by the existing contractor Go South Coast at a cost of £60,000.

- Service 175    Ringwood – Bransgore – Christchurch: this currently provides shoppers’ journeys on three days a week and schooldays only journeys which included travel for entitled scholars to Ringwood School. On 29 September 2014 Gardbus introduced a commercial service 125 which largely duplicates the shoppers’ journeys and operates on 5 days a week, Mondays to Fridays. Although the long term sustainability of the commercial service is yet to be determined, in light of its existence it is not proposed to award a tender for the shoppers’ journeys. Statutory school transport movements will be catered for by a school contract funded by Children’s Services home to school transport budget but positional (counter-flow) 175 journeys currently provided on schooldays would no longer exist.

Services 712, 761 and 777: School services to Priestlands School, Lymington

These Lymington area services exist principally to transport entitled pupils to Priestlands School and are 100% funded by Children's Services home to school transport budget. These are currently worked by the same vehicles used for shoppers' journeys on Services 112, 119, 175, 191 and 193 and so were included in this tender round with a view to achieving similar cost-effective solutions. These services would be retained by Go South Coast at a total cost of £84,400 for the three services, funded by Children's Services.

The new cost of bus services tendered is £305,500 and is made up from the following:

Bus Subsidy Budget	£183,400
Other funders	£ 6,000
Children's Services	£116,100

The overall effect of these proposals is that all communities retain transport services, albeit with reduced span of day or days of operation, within expenditure which meets the new budget environment.

## **50. Performance**

50.1. The proposed tenders meet the value for money criteria and provide services to the widest area within affordable budget levels.

## **51. Other key issues**

51.1. Renewal of these tenders will enable continued provision of prioritised services which were identified in the Bus Service Review consultation.

51.2. Identifying tender costs from various operators and providing services only at core times has enabled key journey opportunities to be retained within the budget available.

## **52. Consultation**

52.1. Details of the services due to be tendered were detailed the Passenger Transport Review consultation.

52.2. In response to this, a number of comments were received. In the main, these expressed the wish that existing service levels be retained and enhancements explored, for example more services to hospitals, stations and town centres in response to the ageing population. However, against the background of rising tender prices and budget constraints,

enhancements did not prove affordable and emphasis has been placed on communities retaining some form of transport.

52.3. The Passenger Transport Review consultation was undertaken between March and May 2014.

52.4. A special Passenger Transport Forum was arranged for New Forest to discuss bus subsidy options with members and representatives from bus operators and local groups. All invitees received the briefing papers and workshop notes with a further invitation to comment.

### **53. Future direction**

53.1. The award of these tenders represents the best means of meeting community priorities for travel in the current financial climate.

53.2. The loss of tenders or the award to other operators may result in some commercial activity which impacts of the tender options proposed.

## **PART 1G HAMPSHIRE CONCESSIONARY TRAVEL SCHEME 2015/16**

### **54. Summary**

54.1 The purpose of this paper is to seek approval for the range of concessions contained within the Hampshire Concessionary Travel Scheme for 2015/2016.

54.2 Approval is sought to maintain the enhancements to the statutory scheme provided for Hampshire residents eligible for a disabled person's pass.

54.3 Approval is sought that the travel times for holders of older person's passes come in to line with the statutory scheme and that the 0900 to 0930 extension on Monday to Friday be discontinued except on those routes where there is currently a departure between 0900 and 0929 and no further departure until after 1031.

54.4 This paper seeks to set out the background to the scheme, considers the impact on the budget, including the impact of operator appeals, and proposes the scheme for 2015/2016.

### **55. Contextual information**

55.1 Hampshire County Council acquired responsibility for the administration of concessionary travel in April 2011.

55.2 The published scheme is updated annually and the County Council is required to publish details of its draft Concessionary Travel Scheme for 2015/2016 by 1 December 2014. The final details of the scheme have to be published by 3 March 2015, 28 days prior to implementation on 1 April 2015. This report

seeks approval from the Executive Member for Economy, Transport and Environment for the current range of concessions listed.

55.3 The statutory scheme provides for free travel between 0930 and 2300 on Monday to Friday, and at all times on weekends and on Bank Holidays, for eligible older and disabled persons. The County Council has not been notified of any changes. Reimbursement rates are calculated by the retained consultants based on Department for Transport (DfT) guidance.

55.4 Since it commenced on 1 April 2011, the Hampshire scheme has incorporated a number of enhancements for those with disabilities. This followed a detailed Equalities Impact Assessment. These were included in the scheme which was approved by the Executive Member on 19 November 2010. On 24 February 2011, the County Council approved the extension from 0930 to 0900 for older persons based on responses to consultation.

55.5 Enhancements to the statutory scheme are proposed to be as follows:

- **FREE travel at all times for Disabled Hampshire Pass holders** on journeys commencing in Hampshire to destinations in England;
- **COMPANION TRAVEL** – The Scheme will allow certain Hampshire pass holders who have been issued with a ‘Companion pass’ to be accompanied by a companion who is eligible for the same free travel benefits as the pass holder. The companion may be anyone whom the pass holder considers appropriate to provide assistance;
- **Half Fare Travel** on Community Transport Services such as Dial-a-Ride and Call&Go providing that the pass holder meets all relevant eligibility criteria; and
- **ALTERNATIVE DISCRETIONS** - Travel vouchers worth £32 are offered as an alternative concession for those entitled to a disabled person’s pass. These are only valid on participating taxis, voluntary car schemes, Dial-a-Ride and Call&Go.

## 56. Finance

56.1 The cost of the Hampshire scheme for 2014/2015, including pass issue, administration and reimbursement costs, are expected to be within the budget provided and it is anticipated that costs for 2015/2016 will also be within the budget available.

56.2 Operators are allowed to lodge an appeal if they believe that they have not been fairly reimbursed for participating in the scheme and may claim for additional capacity costs incurred.

56.3 Stagecoach lodged an appeal against the Hampshire scheme for 2012/2013 in respect of one of the key elements of the DfT formula used for reimbursement, and has commissioned some academic research in support of this. In its



determination of the Stagecoach appeal, the DfT has agreed a revised service frequency elasticity figure for that year and for that operator only. This has the effect of increasing the value of the Marginal Capacity Costs to the operator. The route analysis and service option choices which underpin this were discussed by the County Council and its retained consultants and an agreed settlement reached. The outcome was a higher cost to the authority but the cost was met within the budget available.

56.4 Stagecoach lodged an appeal against the Hampshire scheme for 2013/2014 and this has been agreed on a similar basis to that for 2012/2013.

56.5 Concessionary travel is a demand-led service in which costs are determined by the number of journeys made. In view of the funding environment going forward, discretionary enhancements which extend beyond the statutory scheme need to be reviewed each year.

56.6 For that reason, it is proposed to discontinue the 0900-0930 Monday to Friday extension to the older person's pass from the start of 2015/2016 scheme which is the subject of this report. This will deliver an estimated saving of £300,000.

56.7 The move from 0900 to 0930 would affect 22 journeys on infrequent routes across 245 services, both commercial and subsidised, in Hampshire. If the change was approved, these specific journeys where there is currently a departure between 0900 and 0929 and no further journey until 1031 or later would be listed and passes allowed from 0900 on those specific journeys. This has been done elsewhere.

56.8 No changes are proposed for those eligible for a disabled person's pass which allows travel at all times.

## **57. Consultation**

57.1 66% (2130 people) of the respondents to the consultation were holders of an older person's concessionary passes. 1917 people (90% of pass holders) made a comment. Common responses were that they would travel later in the day, would find it difficult to get to medical appointments or that it would have little or no impact for them. 6% of total respondents made this their top priority for funding. 147 respondents said that they held a disabled person's pass or used travel vouchers. No change is proposed for the concessions for disabled persons.

## **58. Future direction**

58.1 It is proposed that the range of concessions is as listed above for 2015/2016. In view of the future funding environment, discretionary concessions will need to be reviewed in future years alongside other service areas.

## **COMMUNITY TRANSPORT**

The remaining sections 59 – 69 provide detail on the Cango and Dial-a-Ride Community Transport Schemes.

### **PART 1H EXTENSION TO CONTRACT, CANGO SERVICE – ANDOVER AREA**

#### **59. Summary**

59.1 A contract for Andover Cango was awarded from October 2011 following the Bus Subsidy Review Decision Report of 27 July 2011. The contract was for two years with an option to extend up to six years. In line with this the contract has subsequently been extended to 4 January 2015. Approval is now sought to extend the contract up to the maximum term of six years to expire on 7 October 2017.

#### **60. Contextual information**

60.1 The Andover Cango is a flexible bus service using a County Council owned vehicle covering seven routes serving the rural areas to the north and east of Andover. The network is a mixture of daily services and routes which run on certain days of the week only. Cango services were completely revised as part of the review and benchmarked against conventional fixed route buses or smaller Taxi-share services. Cango was only retained where it offered an advantage.

#### **61. Finance**

61.1 This service operates as a gross contract at a cost of £141,246 per annum of which £86,258 net comes from the bus subsidy budget with the remainder funded by a home to school transport contract of £27,320 and revenue (including concessionary fares reimbursement) of £27,668. Cango vehicles were originally purchased using Government grant and as this funding source is no longer available, the contract allows for the use of an operator supplied vehicle once the current vehicle is no longer economic.

#### **62. Performance**

62.1 The combination of fixed timetable covering seven different routes over six days and the ability to roam within set areas according to demand is well suited to this rural area. Cango allows a wider area to be covered with one vehicle than would be possible with a fixed route service and has greater capacity for the daily sections of route than a Taxi-share would provide so remains the preferred option. For that reason, it is proposed to exercise the option extend the contract for its full six years to 7 October 2017. The contract is held by Stagecoach.

### **63. Consultation**

- 63.1 Users of four of the Andover Cango services responded to the consultation. Journeys to family and shopping were highlighted together with use by the community at Enham Alamein where the easy access facilities of the bus are invaluable.

### **64. Future Direction**

- 64.1. Cango is well-suited to the area. Although the option is there to use an operator provided vehicle, a newer council owned vehicle is used on the former Cango service in Burghclere. Proposals elsewhere in this report will mean that vehicle would become available to replace the older vehicle currently used at Andover.

## **PART 11 APPROVAL TO PROCURE AND SPEND – BASINGSTOKE DIAL-A-RIDE AND GROUP HIRE SERVICES**

### **65. Community Transport Services**

- 65.1 Savings are being proposed on those community transport services which provide Sunday and/or evening services. This will affect the dial-a-ride services operating in Basingstoke and Eastleigh.

### **66. Dial-a-Ride in Hampshire**

- 66.1 Dial-a-ride services flourished across the country following the International Year of Disabled People in 1981. The schemes in Basingstoke and Eastleigh were among the first to be established in Hampshire and were early beneficiaries of funding support from the county and district councils. Since then a network of schemes developed so that there is now a service of some description in each district council area. During this time the County Council also established a 50:50 joint funding principle with district councils for these services.
- 66.2 The rise of dial-a-ride services occurred before the introduction of low floor wheelchair accessible public transport and more wheelchair accessible taxis fleets and thus provided an alternative form of transport for those people who could not access these modes.
- 66.3 The current dial-a-ride level of provision in Hampshire together with the financial support provided by the County Council and district councils is set out in the table on p.52. The shows that the level of provision varies considerably between the districts and in many cases this reflects decisions made by district councils on what level of funding they have been able to make available to support the service in their area. Consequently, service provision across the county is not uniform but is delivered from a historical base.

## 67. Basingstoke Dial-a-Ride

- 67.1 The table on p.52 shows that the Basingstoke Dial-a-Ride service operates a seven day a week service (including evenings) at a combined cost of £289,289 to the County Council, Basingstoke and Deane Borough Council and East Hampshire District Council. A further sum of £47,066 is provided by the County Council for concessionary fares reimbursement and fare revenue of £51,128 which is collected by the scheme.
- 67.2 In 2013/14 the scheme provided 34,272 passenger trips and had an average of 327 different users each month. In Basingstoke 24% of users access the service eleven or more times a month and this is significantly higher than all the other schemes in Hampshire, with the exception of Havant which has a very small number of core frequent users. This suggests that individual users have a greater opportunity to access the service in Basingstoke than their counterparts elsewhere in the county. Their greater use may be due to regular journeys being made in relation to work and various activities.
- 67.3 The 2011 Census statistics show that the district of Basingstoke has the sixth highest number of people aged 80 or over in Hampshire and this is important because mobility difficulties are generally more prevalent with increasing age. Basingstoke district also has the second and third highest numbers of people in the county whose day to day activities are either limited a little, or a lot, because of their disability or long term health problems. Transport of some description will be key for these people.
- 67.4 Under the current contract which the council has with the operator, the operator is required to provide a minimum of 264.25 operating hours each week, with 96 vehicle operating hours being specified during evenings (69.50 hours) and on a Sunday (26.50 hours). It is the council's funding for the evening and Sundays which has been considered as part of the review of local bus and community transport services.
- 67.5 Through the consultation process the operator has submitted two responses which they have made on behalf of the people who use the evening and Sunday services the results of these are summarised below:

	Evenings	Sundays
Number of users' views represented	250	150
Estimated number of journeys per annum	8,000	2,000
Estimated number of journeys per week*	156	43
<b>Journey Purpose</b>		
Visiting friends or relatives	5%	20%
Specialist Evening Classes	5%	
Travel to and from work/ work related training	5%	
Visiting leisure/recreational facilities/public events	5%	30%
Attending church		30%
Attending specialist events/socials/clubs for people with LD	80%	

Other destinations including Hospice/Nursing Home		20%
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- 67.6 Both responses also state that users would not be able to make these journeys without the help of dial-a-ride.
- 67.7 In addition to this the council requested from the operator operational trip data for a three week period in June. An analysis of this data\* [as used for the weekly figures above] has been undertaken and using this sample it is estimated that some 156 evening trips and 43 Sunday trips respectively take place each week, together representing approximately 30% of the total number of trips delivered per annum by the scheme and this is broadly in line with the consultation responses provided by the operator. Interestingly the data analysis for the three week period suggests that 76% of the evening journeys are made on Monday and Tuesday evenings with the average number of trips being 37 and 81 respectively and this suggests larger group movements on these days. The scheme have also stated that evening and Sunday operating hours are often reallocated to help meet daytime demand for the service and therefore this delivers an even greater variance between the daytime service in Basingstoke and elsewhere in the county.
- 67.8 Removing County Council funding for the evening and Sunday services may result in a number of users not being able to make their journeys on the evening and Sunday service. It is unclear at this stage whether Basingstoke and Deane Borough Council, who provide the match funding for the evening and Sunday services, would maintain their funding support.
- 67.9 Given the requirement to make savings it is proposed that this service should be retendered with a reduced budget which removes the County Council's funding for the evening and Sunday services. Retendering the service will provide the opportunity to explore options for achieving the savings whilst confirming the level of actual service that could be provided for any declared budget. This may help to lessen the impact of any service reductions if efficiencies can be identified by tenderers. The Basingstoke Dial-a-Ride contract has historically operated a one day a week service in Alton, jointly funded by the County Council and East Hampshire District Council, and the opportunity may also be taken through the tender process to remove this service from any future contract and procure this through other means.
- 67.10 It is therefore proposed that approval be given to procure and spend in respect of a contract for Basingstoke Dial-a-Ride for a duration of up to six years, with a total estimated value of up to £1.6 million, of which up to £800,000 will be funded by Hampshire County Council and the remainder by district council contributions. This proposal should maintain a minimum six day a week core service which will still be more comprehensive than that provided in the other district council areas in Hampshire whilst also offering a reduced evening and Sunday facility. The results of the tender will be reported back to the Executive Member together with a detailed Equalities

Impact Assessment which will address, once they are fully known, the impact of any service reductions following the tendering process.

## **68. Eastleigh Dial-a-Ride**

- 68.1 Eastleigh Dial-a-Ride operates a seven day a week service under contract to the County Council at a combined cost of £183,336 and is jointed funded with Eastleigh Borough Council. A further sum of £12,021 is provided by the County Council for concessionary fares reimbursement and this is matched by fare revenue of £12,679 which is collected by the scheme.
- 68.2 In 2013/14 the scheme provided 19,763 passenger trips and had an average of 239 different users each month. In Eastleigh 94% of users access the service six or less times each month which is similar to many other schemes in Hampshire, with the exception of Basingstoke and Havant.
- 68.3 The 2011 Census statistics show that the Borough of Eastleigh has the seventh highest number of people aged 80 or over in Hampshire and this is again important because mobility difficulties are generally more prevalent with increasing age. Eastleigh Borough also has the fifth and fourth highest numbers of people in the county for whom day to day activities are either limited a little, or a lot, because of their disability or long term health problems. Transport of some description will again be key for these people.
- 68.4 Under the current contract which the council has with the operator, the operator is required to provide a minimum of 164 operating hours each week of which 6.50 operating hours are provided on a Sunday. It is the council's funding for this Sunday service which has been considered as part of the review of local bus and community transport services. There is no evening service provided under the current contract.
- 68.5 The council requested from the operator operational trip data for a three week period in June. An analysis of this data has been undertaken and this suggests that on average there are 16 trips taking place on a weekly basis.
- 68.6 Removing County Council funding support for the Sunday service would save £4,250 per annum and this would result in a reduced level of service being provided by the operator. It is unclear at this stage whether Eastleigh Borough Council would maintain their funding support for the Sunday service.
- 68.7 Removing County Council funding for the Sunday service will result in some users not being able to make their journeys on the service. The operator has confirmed that journeys made on a Sunday are primarily to take people to church, local garden centres and to visit partners in care homes. All of the people using the service on a Sunday also use the service at other times during the week.

68.8 The operator has indicated their willingness to work with the council to look at what alternative transport options could be offered. For example, they will look at the feasibility of operating occasional trips through the Minibus Group Hire Scheme to local garden centres on a Sunday. The operator will also look at the possibility of incorporating journeys to care homes on the Saturday service where this is appropriate. That would leave trips to church where it may be possible for these organisations to arrange transport for those people attending their services.

68.9 Initial discussions with the current operator of this service have confirmed that it should be possible to achieve the required savings by agreeing with the operator a variation to the existing contract. It is proposed therefore that savings of £4,250 be achieved by agreeing with the operator a variation to the existing contract. Should a decision be taken by Eastleigh Borough Council to reduce their funding then there would be a need for the variation to be for a higher value.

## **69. Basingstoke Community Transport**

69.1 The council also has a contract (annual value of £34,475) with Basingstoke Community Transport to provide a Minibus Group Hire Scheme in Basingstoke. This contract expires on 31 January 2015 and it is proposed to extend this until 31 March 2015 to allow this service to be tendered alongside the Basingstoke Dial-a-Ride service in order to explore value for money options.

69.2 It is therefore proposed that approval be given to procure and spend in respect of a contract for a Minibus Group Hire Scheme in Basingstoke for a duration of up to six years, with a total estimated value of up to £207,000 which will be funded by Hampshire County Council.

69.3 Given current procurement initiatives to take a broader look at the council's transport needs with a view to achieving efficiencies it is also proposed to investigate the potential that exists for incorporating home to school and day care journeys into this tender for Basingstoke Dial-a-Ride and a Minibus Group Hire Scheme in Basingstoke. The outcome of any procurement initiative would be reported back to the Executive Member as part of reporting on the overall tender process.

69.4 Dial-a-Ride Comparison statistics are shown overleaf.

Hampshire Dial a Ride Schemes												
Scheme	Basingstoke	East Hants	Eastleigh	Fareham	Gosport	New Forest	Test Valley	Winchester	Rushmoor	Havant	Hart	Total
Service Cost (1)(5) 2013/14	289,289	27,096	183,336	54,618	48,116	51,047	13,878	101,405	68,256	43,390	40,495	920,927
HCC Contribution	144,645	17,450	91,688	27,309	24,058	25,524	6,939	50,703	34,128	23,355	21,248	467,026
% of HCC Budget per service	31	4	20	6	5	5	1	11	7	5	5	100
Revenue in Concessionary Fares	47066	2844	12021	10272	6438	8234	8627	25108	4419	2402	5113	132,543
<b>Total passenger trips 2013/14 (2)</b>	<b>34272</b>	<b>3829</b>	<b>19763</b>	<b>7589</b>	<b>4254</b>	<b>9751</b>	<b>10817</b>	<b>13804</b>	<b>6170</b>	<b>3016</b>	<b>6341</b>	<b>119606</b>
Passenger trips involving w/cs (2)	4509	130	2226	537	368	879	417	1406	650	792	291	12205
Average no of users per month (2)	327	54	239	105	60	128	148	207	53	28	58	1406
<b>Vehicle Operating Hours</b>	<b>264.25</b>	<b>11.10</b>	<b>164.00</b>	<b>58.00</b>	<b>46.00</b>	<b>46.00</b>	<b>23.00</b>	<b>132.75</b>	<b>55.50</b>	<b>37.50</b>	<b>36.17</b>	<b>874.27</b>
Daytime	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
Evening	Y											
Saturdays	Y	Y	Y						Y	Y	Y	
Sundays	Y		Y									
<b>Frequency of trips by users, % of use (2)</b>												
Under twice a month (%)	2	35	37	29	29	20	16	36	0	3	n/a	
2 - 6 times a month (%)	47	60	57	61	64	72	84	55	65	23	n/a	
7 - 10 times a month (%)	26	3	5	9	7	8	0	8	29	42	n/a	
11 - 20 times per month (%)	15	1	1	1	0	0	0	1	6	30	n/a	
Over 20 times per month (%)	9	0	0	0	0	0	0	0	0	1	n/a	
<b>Age profile of Membership (2,3) %</b>									Sep-13	Feb-14		
Under 40 (%)	8	4	1	1	1	2	1	6	0	0	4	
40 - 59 (%)	13	5	5	4	4	2	0	6	5	6	9	
60 - 69 (%)	9	5	6	4	11	4	3	6	18	19	15	
70 - 79 (%)	21	26	18	19	21	13	14	16	33	43	35	
80 plus (%)	49	59	71	72	63	80	82	66	45	32	37	
<b>2011 Census Data (4)</b>												
District Population (2011 census)	167799	115608	125199	111581	82622	176462	116398	116595	93807	120684	91,033	1317788
Population aged 80 and over	6121	6375	5926	6464	4045	14288	5749	6569	3159	7413	3,812	69921
Disability and Long term health problems												
Day-to-day activities limited a little	13,402	9,841	10,837	10,839	8,095	19,391	10,263	10,065	7,185	12,696	6,822	119,436
Day-to-day activities limited a lot	11	8	9	9	7	16	9	8	6	11	6	
Day-to-day activities limited a lot	9,326	7,402	8,279	7,548	6,405	14,591	7,456	6,862	5,250	10,647	4,123	87,889
Day-to-day activities limited a lot % of Total	11	8	9	9	7	17	8	8	6	12	5	
(1) Includes Contract, Vehicle Replacement and Travel Centre costs where appropriate												
(2) Source - information provided by operator												
(3) Membership information as at March 2014 provided by the operator												
(4) Source - 2011 Census												
(5) East Hants figure excludes Denmead Shopper element												



## **70. Recommendations**

### **PART 1A RENEGOTIATION OF LOCAL BUS SUBSIDY CONTRACTS**

- 70.1. That the Executive Member for Economy, Transport, and Environment notes the outcome of the Passenger Transport Review;
- 70.2. That the strategy for reducing the passenger transport budget be approved;
- 70.3. That approval be given to revise supported services in line with the detailed proposals set out in the report and appendices;
- 70.4. That the Director of Economy, Transport and Environment be given delegated authority to carry out all the necessary steps, including contractual and procurement requirements, to implement the proposed changes to bus subsidies and passenger transport expenditure as set out in this report;
- 70.5. That the Director of Economy, Transport and Environment be given delegated authority, in consultation with the Executive Member for Economy, Transport and Environment, to vary specific proposals provided equivalent overall budget savings are maintained;

### **PART 1B RETENDERING OF SUBSIDISED LOCAL BUS SERVICES – ALTON AREA**

- 70.6. That approval be given to award new bus subsidy contracts, with contracts initially being awarded for four years with an option to extend up to six years duration with a total estimated value of £1,709,808 of which £1,758,726 would be funded by Hampshire County Council, as outlined in the supporting report at page 20 – 24.

### **PART 1C RETENDERING OF SUBSIDISED LOCAL BUS SERVICES – ANDOVER AREA**

- 70.7. That approval be given to award new bus subsidy contracts, with contracts initially being awarded for four years with an option to extend up to six years duration with a total estimated value of £2,982,042 of which £1,582,200 would be funded by Hampshire County Council, as outlined in the supporting report at page 24-29.

### **PART 1D RETENDERING OF SUBSIDISED LOCAL BUS SERVICES – BASINGSTOKE AREA**

- 70.8. That approval be given to award new bus subsidy contracts, with contracts initially being awarded for four years with an option to extend up to six years duration with a total estimated value of £4,038,306 of which £1,649,850

would be funded by Hampshire County Council and the remainder by the identified district councils, as outlined in the supporting report at page 29-33.

#### **PART 1E RETENDERING OF SUBSIDISED LOCAL BUS SERVICES – HAVANT AREA**

70.9. That approval be given to award new bus subsidy contracts, with contracts initially being awarded for four years with an option to extend up to six years duration with a total estimated value of £3,073,548 of which £1,903,224 would be funded by Hampshire County Council, as outlined in the supporting report at page 34-37.

#### **PART 1F RETENDERING OF SUBSIDISED LOCAL BUS SERVICES – NEW FOREST AREA**

70.10. That approval be given to award new bus subsidy contracts, with contracts initially being awarded for four years with an option to extend up to six years duration with a total estimated value of £1,833,000 of which £1,797,000 would be funded by Hampshire County Council, as outlined in the supporting report at page 38-43.

#### **PART 1G HAMPSHIRE CONCESSIONARY TRAVEL SCHEME 2015/16**

70.11. That approval be given to publish the draft Hampshire Concessionary Travel Scheme in December 2014 for implementation from April 2015, as outlined in the supporting report at page 43.

70.12 That the Hampshire Concessionary Travel Scheme for 2015/2016 maintains the range of concessions currently provided for those eligible for a disabled person's pass.

70.13 That the travel times for holders of older person's passes comes in to line with the statutory scheme, 0930 start Monday to Friday, and that this forms the basis of the draft scheme published on 1 December 2014.

70.14 That for locations where there is a departure between 0900 and 0929 currently, and no further departure before 1031, passholders may travel free on the journeys between 0900 and 0929.

70.15 That, if any variation to the final scheme from April 2015 is required, the decision on this will be taken by the Director of Economy, Transport and Environment in consultation with the Executive Member for Economy, Transport and Environment.

#### **PART 1H EXTENSION TO CONTRACT, CANGO SERVICE – ANDOVER AREA**

70.16 That approval be given to exercise the option to extend the contract for the Andover Cango up to the maximum term of six years to expire on 7 October 2017 with a total estimated value of £141,246 which would be fully funded by Hampshire County Council, as outlined in the supporting report at page 46.

**PART 1I COMMUNITY TRANSPORT - APPROVAL TO PROCURE AND SPEND  
– BASINGSTOKE DIAL-A-RIDE AND GROUP HIRE SERVICES APPROVAL  
TO REVISE THE EASTLEIGH DIAL-A-RIDE BUDGET**

- 70.17 That approval be given to procure and spend in respect of the Dial-a-Ride and Group Hire community transport services for the Basingstoke area, with contracts being awarded for up to six years duration with a total estimated value of up to £1.81 million of which up to £1.01million would be funded by Hampshire County Council and the remainder by the identified district council, as outlined in the supporting report at page 47 onward.
- 70.18 That approval be given to revise the funding for Eastleigh Dial-a-Ride to reflect the revised budget available.

**CORPORATE OR LEGAL INFORMATION:****Links to the Corporate Strategy**

<b>Hampshire safer and more secure for all:</b>	no
Corporate Improvement plan link number (if appropriate):	
<b>Maximising well-being:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>Enhancing our quality of place:</b>	no
Corporate Improvement plan link number (if appropriate):	

**Section 100 D - Local Government Act 1972 - background documents**

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

Document

Location

None

## **IMPACT ASSESSMENTS:**

### **1. Equality Duty**

1.1 The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

**Due regard in this context involves having due regard in particular to:**

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

### **1.2 Equalities Impact Assessment:**

#### **Passenger Transport Review 2014 Equalities Impact Assessment**

As part of ensuring that essential services provided across the County Council are maintained, the extent of activities undertaken in each area has to be re-mapped to align with an anticipated reduction in budget. Based on existing data available for the services and users, a range of options has been developed to achieve the anticipated savings required. The options which have been consulted on reflect the priorities from previous consultation and the extent of savings is designed to provide a sustainable service within the anticipated budget available. Proposals follow detailed consultation with service users and the wider community.

The principal areas addressed, local bus services, Dial-a-Ride provision and concessionary fares support have been the subject to detailed Equalities Impact Assessments between 2010 and 2013 and these have been used in the selection of the option areas proposed for consideration. More recent survey work has been undertaken with regard to some of these areas and this together with the outcome of the consultation between March and May 2014 has been used to inform the final proposals.

## **What are we proposing to do?**

We are proposing to consider future funding for a range of options as follows:

**Concessionary Travel** - the County Council provides a number of enhancements to the statutory requirement. Most of these are associated with disabled persons and no changes are proposed to these. The extension of the older persons' free travel time from 0930 to 0900 was not a result of the initial scheme EqlA and therefore consultation has been held with an option for withdrawal from April 2015 at an annual saving of £300k. As a result of consultation, it has been identified that hardship might arise in the case of 22 journeys and specific exception for these which would allow pass use from 0900 on these particular journeys is proposed.

**Local bus:** Supported bus services were subject of a detailed review, consultation and an EqlA in 2011 at which a priority was given to supporting daytime services as these met the widest range of needs. Funding currently continues for evening journeys between 1900 and 2100 and on Sundays on some routes and consultation was held on the option that this cease at a saving of £265k. Consultation responses again favour priority for funding weekday, daytime services as meeting the widest range of travel needs.

**School Special bus services.** A number of Home to School Transport journeys are provided which are not required under statutory criteria. These will be assessed with a view to identifying where they should be retained on low income or safety grounds. It is proposed that separate consultation is undertaken, including with schools, on future funding options and the level of future support, if any from September 2015. The current cost of these services is over £450k.

**Community Transport.** The County Council funds a range of community transport including Dial-a-Ride schemes across the County, usually in partnership with the local district council. The timetable offered varies, but in two areas evening and or Sunday journeys are funded. As these are not part of the service provided in all areas, and in view of the proposal to cease support for local bus journeys during evenings and Sundays, consultation was held on the option that the County Council share of funding for these journeys cease at an annual saving of £25k. Consultation with users and discussion with the two schemes identified different opportunities in each area with some journeys being accommodated by Group Hire transport and the desirability of revisiting contract arrangements in one case.

**Publicity** - the County Council funds an internet and phone based information service, Traveline, with other partners. A reduction in subscription costs will allow a budget saving of £20k with no loss of service. The County Council provides a range of printed timetable books and leaflets. It is proposed that these be combined into a smaller number of publications or booklets replaced with fold out leaflets at an annual saving of £40k. Consultation suggested that whilst most respondents had a variety of information sources, printed publicity was still valued by a number of users, particularly those with limited access to internet based services.

Bus Services Operators Grant - this is transferring to the County Council in respect of subsidised bus services from 1 January 2014. It is anticipated that a reduction in the number of services supported and the growth in commercial operation of savings will allow an annual saving of £325k.

**Why are we doing this?**

So that essential services can be maintained across the Council, the extent of activities undertaken in each area has to be re-evaluated to reflect community priorities and be sustainable within the anticipated budget available.

**Who is intended to benefit from this proposal?**

The process is intended to make best use of available funding to reduce the costs to residents and business in Hampshire whilst carefully evaluating expenditure so that this best meets the known needs of services users to allow them to live independently and contribute to their local community.

**What evidence is available about the needs of the relevant equality groups?**

The County Council regularly surveys users of the services provided and maps this information against knowledge of the community in their locality. These areas of activity have been subject to detailed consultation and Equalities Impact Assessment in recent years and where appropriate. This has been updated and informed by consultation between March and May 2014.

**What equalities issues or impacts have you identified?**

The withdrawal of County Council funding from evening and Sunday Dial-a-Ride services will impact on users travelling at those times. The loss of evening and Sunday bus services may impact on employment travel for low income groups. The withdrawal of free travel for older persons between 0900 and 0930 may affect low income older people travelling at that time to participate in community activities. Those service users who require printed travel information may find that the guide they use is reduced in content.

**What do you propose to do to manage the impacts?**

We will work closely with Dial-a-Ride operators and district council funding partners to minimise the impact of the loss of County Council funding for evening and Sunday journeys, encourage options for alternative funding sources or reduced provision at those times and promote travel at other times. Some users will be catered for by alternatives such as Group Hire minibuses or accessible taxis. We will work closely with bus operators to achieve savings which minimise the impact on the service available by looking at greater commercial operation and efficiencies at other times or days. The withdrawal of free travel still allows pass holders to travel later or pay to travel at those times as they do before 0900. We will look closely at infrequent or rural services in that time period to minimise impacts. We will seek to point timetable users to local libraries where timetable may be viewed online or printed out at the size required. Modern ways of working have allowed savings in Traveline costs whilst printed travel guides will be

combined or produced in fold-out format and replaced less frequently to allow costs to be reduced.

The consultation process has been used to identify areas of greatest potential hardship, reaffirm user priorities, and consider other options for achieving the savings in partnership with service providers and funding partners. Consultation showed that services under review were used for work journeys by 6% of respondents. Signposting to alternatives and community led solutions will be developed and promoted where appropriate. The Transport Self-help Kit provides a range of tools for parishes and community groups to assess unmet travel needs and suggests proven options for helping to assist in maintaining mobility for hard to reach groups and any resident or group who may be affected by these proposals.

An aim of the review is that any community which currently has a passenger transport service will retain an essential transport link.

## **2. Impact on Crime and Disorder:**

2.1 It is considered that the decision will have no impact on crime and disorder.

## **3. Climate Change:**

3.1. How does what is being proposed impact on our carbon footprint/energy consumption?

Delivering an effective public transport system within available funding levels provides an alternative to use of the private car.

3.2. How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

An effective public transport alternative matches provision to need and minimises carbon emissions.